VILLAGE OF ST. PIERRE-JOLYS

BACKGROUND STUDY TO THE DEVELOPMENT PLAN

Municipal Planning Branch
Province of Manitoba
Steinbach, Manitoba
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SUMMARY OF FINDINGS

Department of Highways and Transportation

- sections of P.T.H. #59 and P.R. #205 pass through the village
- standard statutory controls apply with respect to access and placement of structures and plantings near the rights-of-way of highways
- about 7 streets are declared "grant-in-aid" streets where the province contributes 50% of the costs toward construction of new roadways
- strip development along highways where direct connections are required shall not be permitted
- frontage roads constructed adjacent to the right-of-way of another road are not encouraged as they are uneconomical
- satisfactory storm drainage must be provided to service any development near provincial highways

Department of Natural Resources

- groundwater supply is readily available and of good to excellent quality
- extensive flowing well areas exist which may cause drainage and foundation problems
- the Village is situated along Joubert Creek and a diversion was constructed by the village in 1964 to provide limited flood protection
- the Province is now responsible for maintenance of the channel of the Creek
- the risk of 100 year flooding still exists
- the old Joubert Creek channel will be filled and a recreation trail constructed

Environmental Control Branch

- a central water supply system does not exist
- surface and groundwater quality should be ensured adequate protection
- information on sewage handling and treatment should be obtained from a qualified engineering consultant
- no development should be allowed within 400 m. of the waste disposal ground

Mines Branch

- no known economically significant mineral deposits within the Village

Municipal Planning Branch

- the local school division does not anticipate any closings or expansion of village schools in the near future
- the rate of new home construction averages 3.9/year
- the majority of subdivisions are for urban residential purposes
- St. Pierre-Jolys appears to have a sufficient supply of vacant lots to accommodate projected housing demand for the next 8-10 years with the lots distributed throughout the Village
- population growth in the Village has levelled off at just over 900 persons and may only be expected to increase slightly or decline

- the population composition shows that St. Pierre-Jolys has an aging population with 14% over the age of 65
- financial analysis indicates that the village has a stable assessment and taxation base and that capital debt is manageable
- the lagoon, sewer system and existing road network do not appear to need immediate expansions or extensions
- as the population ages, existing housing stock may become vacant

1.0 INTRODUCTION

1.1 The Planning Process

A municipality establishes its commitment to a long-range planning direction for their community by adopting a Development Plan. Under the Planning Act, which was originally enacted in 1975, the purposes of a Development Plan are:

(a) To serve as a framework where the municipality and the community as a whole may be guided in formulating development policies and decisions;

(b) To identify the factors relevant to the use and the development of land;

(c) To indentify the critical problems and opportunities concerning the development of land and the social, environmental and economic effects thereof;

(d) To set forth the desired timing, patterns and characteristics of future development of land and to determine the probable social, environmental and economic consequences thereof;

(e) To establish and specify the programs and actions necessary for the implementation of the development plan;

(f) To outline the methods whereby the best use and development of land and other resources may be co-ordinated;

(g) To identify those matters of government concern which affect the use and development of land and other resources within the municipality.

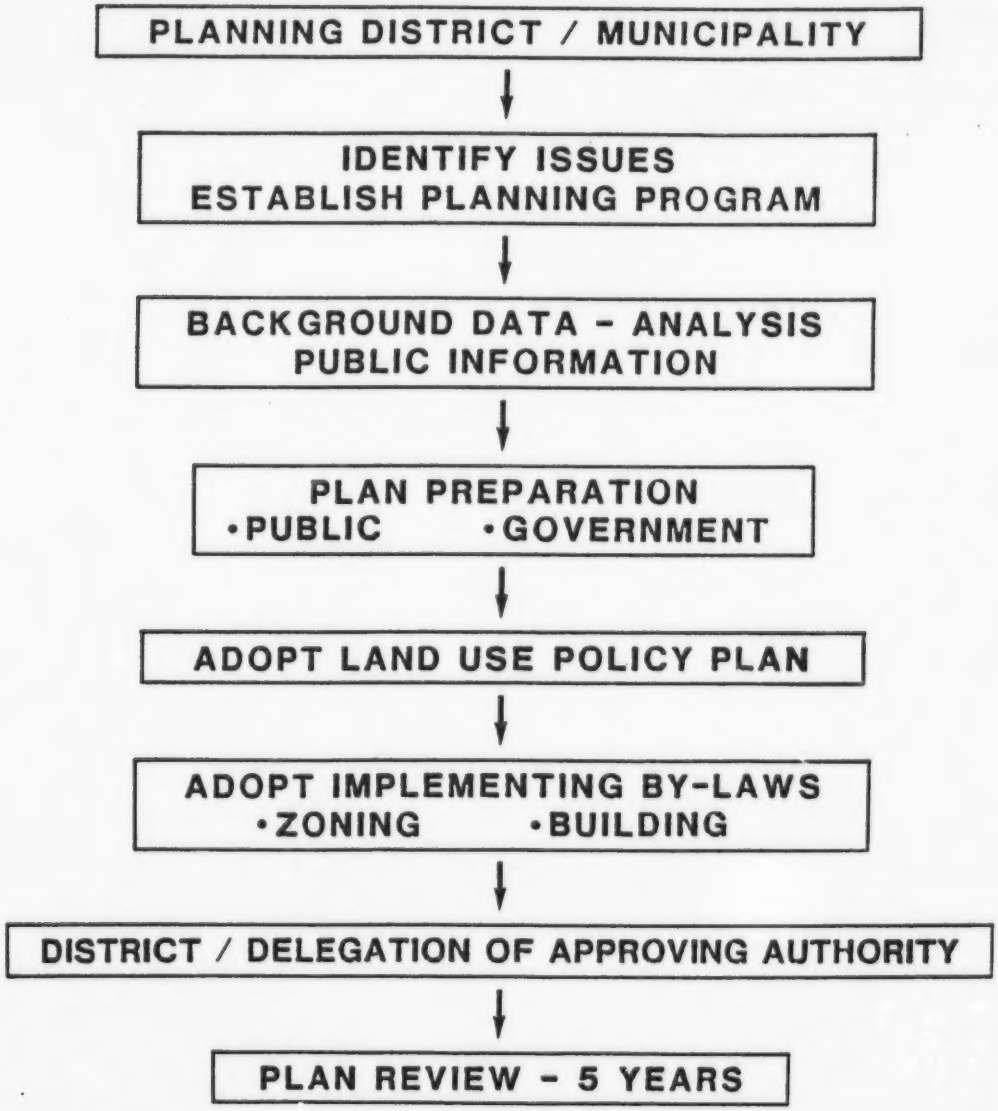
The first step of the planning process is to collect and analyze background data to provide a comprehensive look at the physical, social and economic factors affecting development in the community. From this study goals, objectives and policies can be formulated which reflect local conditions. This statement of policies is the Development Plan forming the second step in the planning process. One means of collecting relevant issues and potential goals is shown in Appendix "A" and is known as the Nominal Group Technique. Once prepared the plan must be approved by the Provincial government and adopted as a municipal by-law. Citizen participation into the preparation of the plan is highly encouraged throughout the process and is formalized through newspaper advertising and public meetings after a draft plan is completed.

The third and final step is the drafting of a zoning by-law to implement the policies presented in the Development Plan. In addition, other municipal by-laws may assist with this part of the process, for example, building by-laws. A flow chart of the planning process is shown in Figure 1.

This report constitutes the background study to the Development Plan and will cover the following topics:

FIGURE 1

PLANNING PROCESS - SIMPLIFIED



- historical context
- demographics
- building and subdivision activity
- land use analysis
- municipal finance
- municipal infrastructure

The study has been prepared and compiled by the Municipal Planning Branch, Province of Manitoba with the assistance of numerous government agencies and departments who submitted detailed reports on selected topics. For more information on a particular subject, the individual reports should be consulted.

1.2 Location

The Village of St. Pierre-Jolys is a small, predominantly French community located 56 kilometers southeast of Winnipeg along P.T.H. #59 (See Map 1). The village functions as an agricultural service centre for the surrounding area in addition to providing cultural, recreational, educational, medical and entertainment opportunities for its own residents. The St. Pierre Roman Catholic Church served as a focal point in the community and the Village boasts a log cabin museum honoring the pioneers. Many tourists converge on St. Pierre in August to attend the Frog Follies festival; an annual event. As the Village is not serviced by a rail line, business and industry depend upon the traffic generated by P.T.H. #59 for their transportation needs. Grey Goose Bus Lines dispatches buses which pass through the Village on a daily basis and a local airstrip is situated 2 miles southwest.

1.3 History

In July, 1870 Father Joseph-Noel Ritchot, parish priest of Saint-Norbert led a group of thirty men along the east branch of the Riviere aux Rats (Rat River) with the intention of staking out the territory for future settlement. For many years, families from Saint-Norbert and Saint-Vital had wintered in the area, but the priest hoped to see interested parties take permanent possession of the rich soil. Lots were surveyed; one lot - number 28 - being set aside for the eventual construction of a church. This was to be the site of the Mission of Saint-Pierre, near the spot where the St. Paul-Red River cart trail crossed La Fourche (Joubert Creek), a tributary of the Riviere aux Rats.

Each year during the early 1870s small groups of families arrived to settle in the district. A priest from Sainte-Agathe visited the settlement quite regularly, conducting religious services in the settlers' homes. On 4 January 1877 a canonical decree set the boundaries of the Mission of Saint-Pierre, comprising most of the territory commonly known as "Riviere aux Rats". In April, 1880 the Mission of Saint-Pierre became a parish and received its first parish priest, Reverend J.M. Jolys.

During its second decade, Saint-Pierre witnessed a period of fairly rapid growth. The 64 families belonging to the mission in 1880 had grown to 91 families in 1882. Already the settlement had outgrown its new church. Fortunately, with the establishment of the District of Carillon, a building was required to serve as court-house and office thus the 1880 church was sold to the municipal council and the money thus obtained used for the construction of a much larger church.[1]

St. Pierre has always ranked as the largest centre in the R.M. of De Salaberry and reached its highest population in the early 1900's at a level of over 1200 people. The first general store was established in 1879 but was not very successful as there was stiff competition from Otterburne. The railway which served the area by-passed St. Pierre and instead was situated through Otterburne, Carey and Dufrost. However, as St. Pierre had already achieved the distinction of being the largest trading centre in the region, the location of the rails did not affect it economic status greatly. Telephones were first installed in the Village in 1909 with 5 original subscribers. La Banque de'Hocheleaga was opened in 1912 and changed its name to La Banque Canadienne Nationale in 1923. By 1913, the Village's business community contained a variety of retail and service functions which included a general store, blacksmiths, lumber yard, baker and butcher, 2 doctors, a post office and billiard hall, farm machinery sales and furniture manufacturing. St. Pierre was the first centre in the area to have a hockey arena which was built around 1947-48.

The Village of St. Pierre was incorporated in 1947 with a population of approximately 500-600 people. Prior to this date, the Village had been a part of the Rural Municipality of De Salaberry. The first Village council was nominated at a public meeting held in the Municipal Hall on Tuesday, October 14, 1947 and elected ten days later by vote or through acclamation. Their first meeting took place on the first Tuesday of January, 1948 with the following members in attendance:

Mayor:	Ambroise Joubert
Councillors:	Eugene Turenne, Henri Bellevive, Clodomir Gelinas, Paul Cote
Secretary:	Raoul Belanger

All of the documents associated with the incorporation of the Village were lost in a fire which destroyed the Municipal Office in 1954 including records kept by the early councils.

The name of the Village was changed to the Village of St. Pierre-Jolys in 1977 at council's request.

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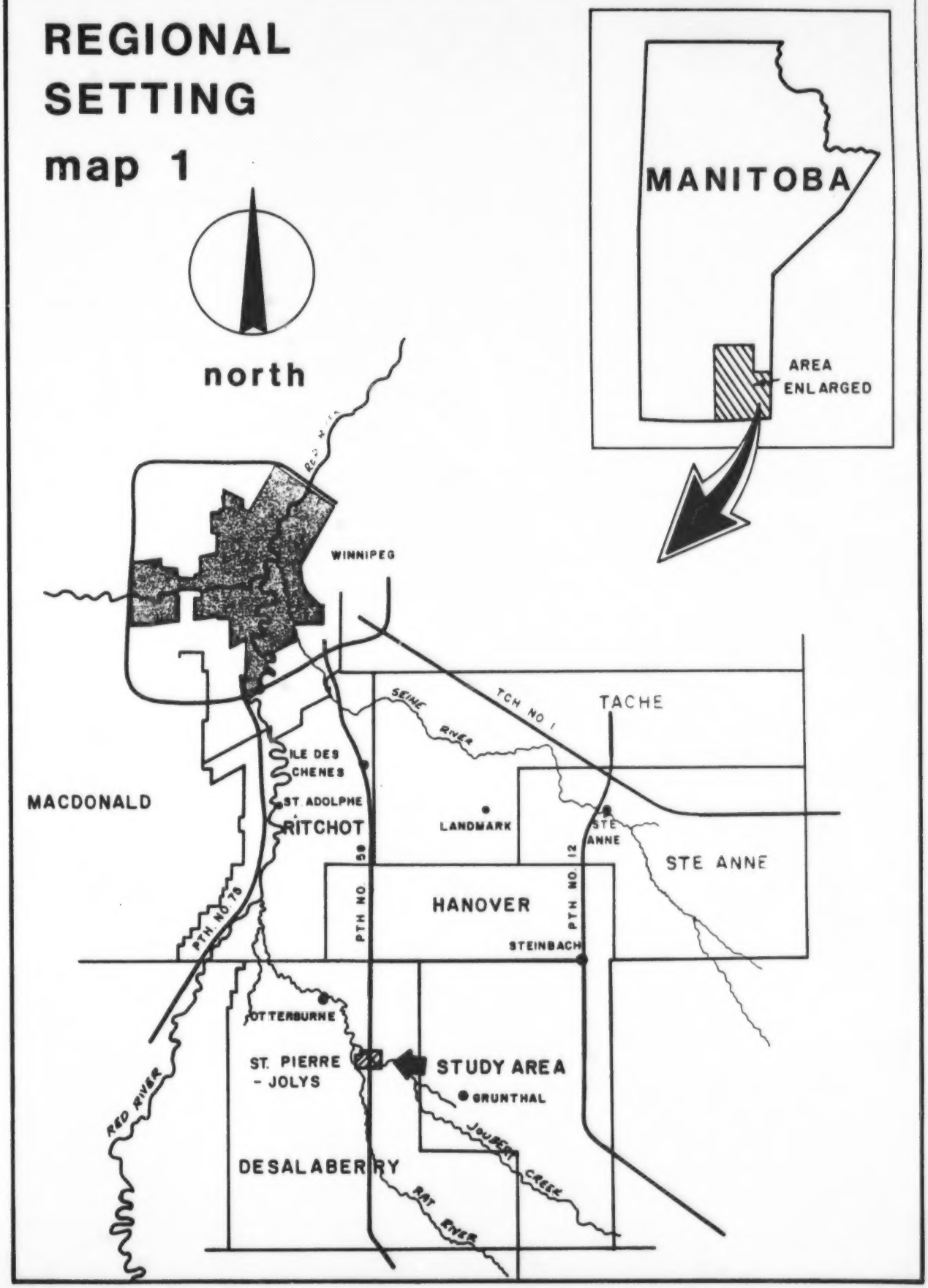
1 This section has been an excerpt from a report prepared by the Historic Resources Branch, Province of Manitoba, February 1980 entitled "The Roman Catholic Church of Saint Pierre-Jolys".

REGIONAL SETTING

map 1



2.0 SOCIO-ECONOMIC PROFILE

Socio-economic information gathered for the Village of St. Pierre-Jolys includes data on population, school enrollment, building permit statistics, land use analysis and a business inventory. The following section provides a discussion of each of these categories. Much of the information has been obtained from government agencies, from Statistics Canada documents and the Village office. Analysis has been done by the Municipal Planning Branch, Province of Manitoba and does not necessarily reflect the opinions of the Village council.

2.1 Demographics

The latest available census information for 1986 shows the Village of St. Pierre-Jolys with a total population of 912. A breakdown indicates that approximately 47% of the total are male and 53% female. Almost 45% of the people in the Village fall into the "working age" category between the ages of 25-64. The elderly, 65 and over, make up 14% of the population. Table 1 shows a full breakdown of the population by age and sex.

Table 1: Population by Age and Sex, 1986*

AGE GROUP	MALE %	FEMALE %	TOTAL %
0-4	5.5	5.5	11.0
5-9	4.4	4.9	9.3
10-14	4.4	4.9	9.3
15-19	2.2	3.8	6.0
20-24	3.8	2.7	6.5
25-34	7.6	8.8	16.4
35-44	6.6	6.6	13.2
45-54	3.2	3.8	7.0
55-64	3.8	4.4	8.2
65-74	3.8	4.4	8.2
75+	2.2	3.8	6.0

* Total Population = 912
Source: Statistics Canada

Table 2 gives a historical representation of population growth from 1921 to 1986. Figures for the R.M. of De Salaberry have been included in the demographic analysis to provide a regional perspective instead of reviewing the statistics for the Village of St. Pierre-Jolys in isolation. The Village has not shown a dramatic population increase over the last 35 years which appears to indicate that population growth has stabilized. The percentage increase in population over 10 year periods averages 2.2%. It is significant to note that the population has generally increased ableit at a relatively slow rate. Fluctuations in population in the region surrounding St. Pierre-Jolys, in this report being the R.M. of De Salaberry, somewhat affects population growth in the Village. St.

Pierre-Jolys may function as a retirement centre for farmers who have retired and want to live in an urban setting where there is an abundance of services in close proximity to each other. Those moving in from the rural area show up on the statistics as decreases for the rural municipality and increases for the Village. De Salaberry had a declining population from 1951 until 1976 when the trend reversed itself. Some of the decrease may be attributable to rural-urban migration. Figure 2 provides a graphic representation of population growth for the Village of St. Pierre-Jolys only.

Table 2: Population Growth

YEAR	R.M. of De Salaberry	Absolute Increase	% Change	St.Pierre-Jolys	Absolute Increase	% Change
1921	2714	-	-	-	-	-
1931	3339	626	18.7	-	-	-
1941	4345	1006	23.2	-	-	-
1951	3367*	-978	-29.0	812	-	-
1961	3243	-124	-3.8	856	44	5.1
1971	2750	-493	-17.9	841	-15	-1.8
1976	2670	-80	-3.0	906	65	7.2
1981	2719	49	1.8	919	13	1.4
1986	2851	132	4.6	912	-7	-.8

* Village of St. Pierre incorporated in 1947 from the R.M. of De Salaberry
Source: Statistics Canada

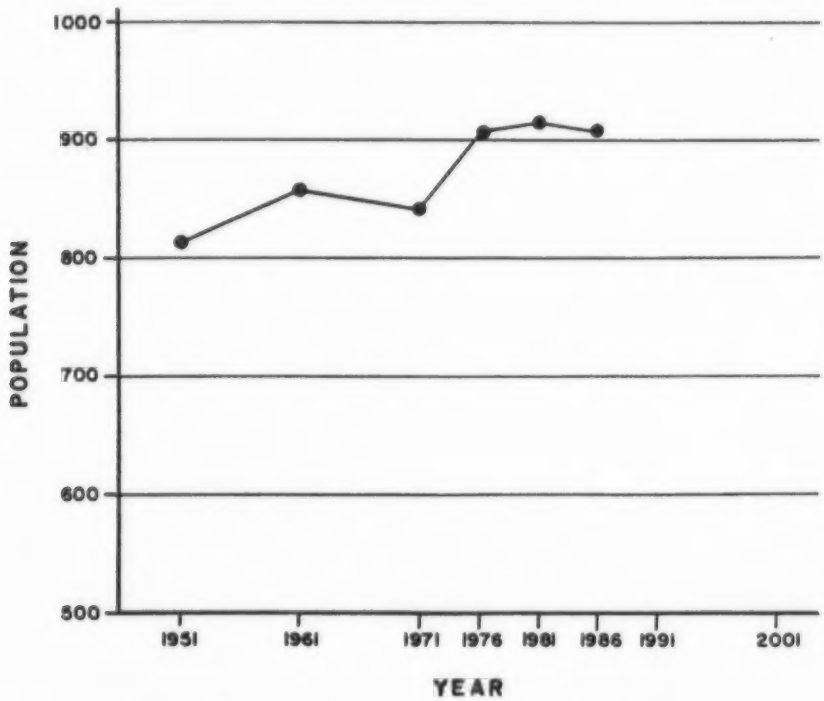


Figure 2: POPULATION GROWTH, 1951-1986

A population pyramid (See Figure 3) provides a visual analysis of the composition of a population at a particular point in time. The left hand side of the pyramid shows the age distribution of the male population, the right hand side shows the female population. Pyramids in North American centres generally resemble "beehives" in their overall shape with bulges falling into the working age group (25-64 years). As the baby boom population ages, the bulge will move up the pyramid. This trend is beginning to evidence itself with the growing percentage of the elderly throughout the country! A population pyramid for the Village of St. Pierre-Jolys is shown in Figure 3 containing both the 1971 and 1981 population figures.

Statistics Canada has published a report which predicts the population of Canada and the provinces to the year 2031. In this document they indicate that the shape of the population pyramid for Canada will change from its current "bottom heavy" shape to one which is "top heavy". This is due to the evolution of the aging process being supplemented with a low fertility level. The pyramid for the village will generally follow the Canadian trend where one end will be shrinking (age 0-17) and the other end growing rapidly (age 65 and over). The main implications of this anticipated trend are the following:

- a demographic change will result in a shift in resources which focus on the young to those which service the elderly.
- the largest labour force in history will be seen between now and the year 2000.
- elderly persons could make up 27% of the population by the year 2031.
- the ratio of the number of elderly women to the number of elderly men will be 100:76 in the year 2006.
- the total Manitoba population is expected to decline after 1997.

It must be remembered that these are only projections. Accuracy will depend upon the reliability of assumptions and the data used for the base figures.

Table 3: Change in Family and Household Sizes

YEAR	AVERAGE NUMBER OF PERSONS/ HOUSEHOLD		AVERAGE NUMBER OF PERSONS/ FAMILY	
	ST. PIERRE	MANITOBA	ST. PIERRE	MANITOBA
1971	3.7	3.3	4.1	3.63
1976	3.2	3.0	3.6	3.4
1981	2.9	2.8	3.4	3.2
1986	2.8	2.7	3.3	3.2

Source: Statistics Canada

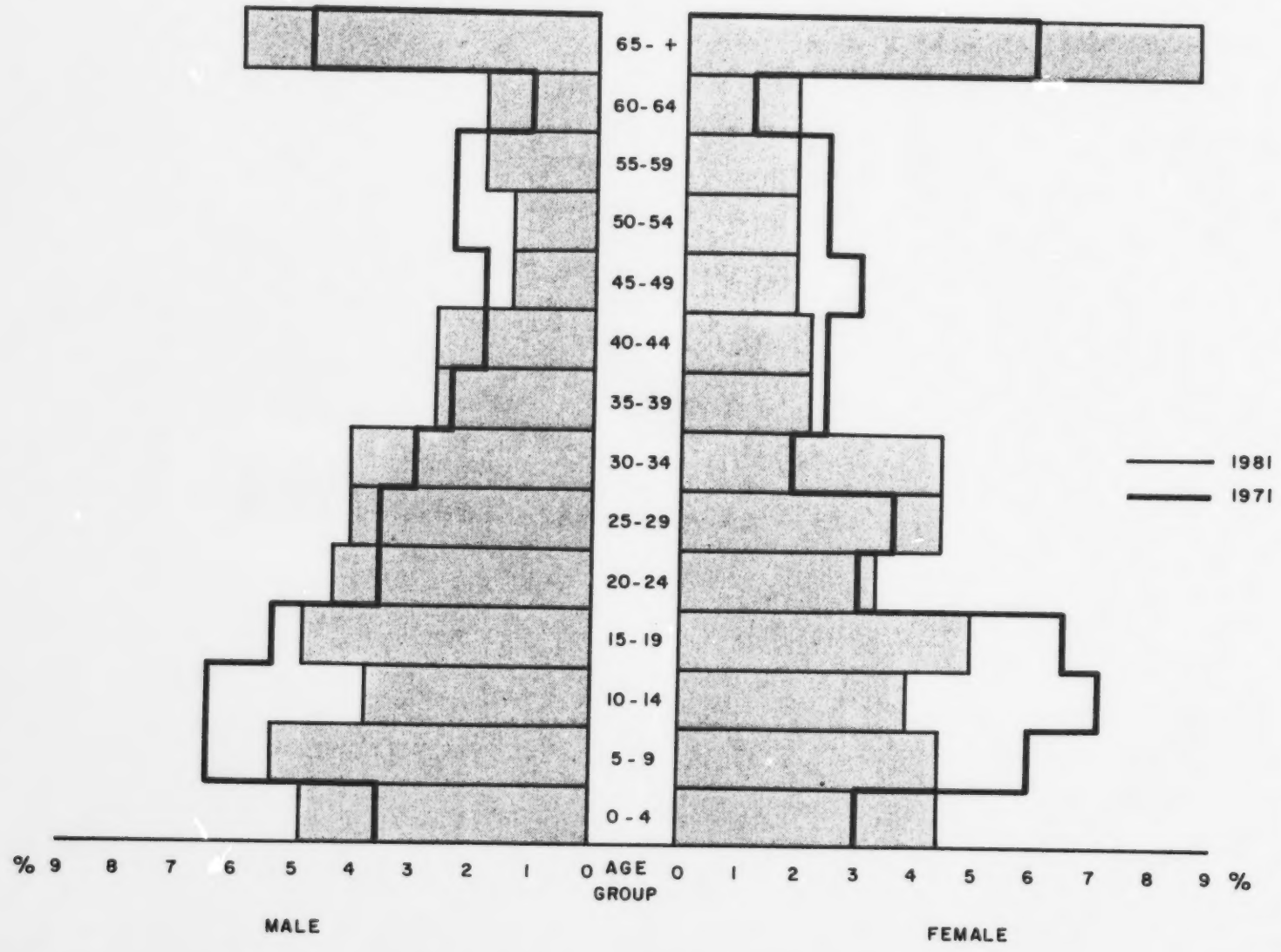


Figure 3: POPULATION BY AGE AND SEX, 1971 AND 1981

The above table shows the trend in average household size and average family size from 1971-1986. The Village of St. Pierre-Jolys has generally followed the Manitoba example with both indicators declining over the 15 years except that the Village has a higher family size and household size than the provincial average. The average number of persons per family has levelled off over the last 5 years in Manitoba at 3.2 persons. Although not shown here, the Canadian trend is similar where the average number of persons per family fell from 1921 until the 1950's and 60's when it rose slightly. It has continued to decline ever since. The small reversal in the trend in the 1950's can probably be attributed to the "baby boom" period.

Projecting the future population of a community is dependent upon (1) natural increase, and (2) net migration. The data previously presented indicates that average household and family size have been decreasing but are probably now at a levelling-off point. Actual numbers of total population have been increasing at a slow rate. Natural increase is determined by subtracting the number of deaths from the number of births. Net migration, on the other hand, is a more subjective index of population growth or decline and is therefore difficult to measure. Population growth is a combination of both of these factors. Of course, the annexation of lands into or out of a community will also have an effect on total population. However, the Village of St. Pierre-Jolys has no history of annexation of adjacent lands so this factor will be ignored.

The following figure presents three estimates of population. The lowest projection assumes a declining rate of growth from what is currently the situation. The middle projection assumes a continuation of the current growth rate which is negative and the third projection anticipates an increase in the growth rate. Based on background information available, the Municipal Planning Branch feels that the population has stabilized and will probably not exhibit significant increases well into future unless affected by migratory or economic factors. It is possible that new industry, institutions or seniors' housing complexes may create the desire for more people to move into the Village. However, without major private or public initiatives, the population level in St. Pierre-Jolys will probably continue on its current plateau moving slightly up or down as a result of a slow rate of natural increase and in- or out-migration.

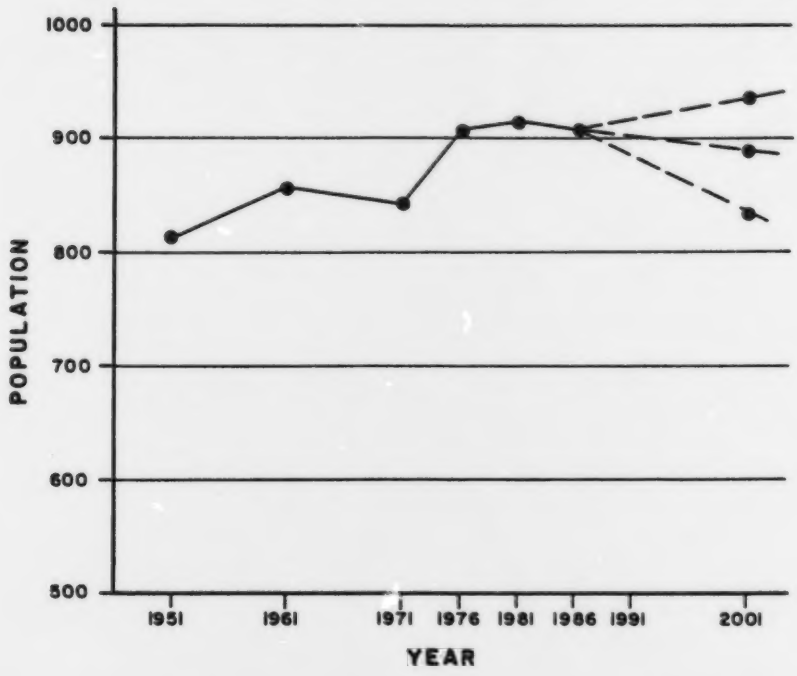


Figure 4: POPULATION PROJECTION, 1986 - 2001

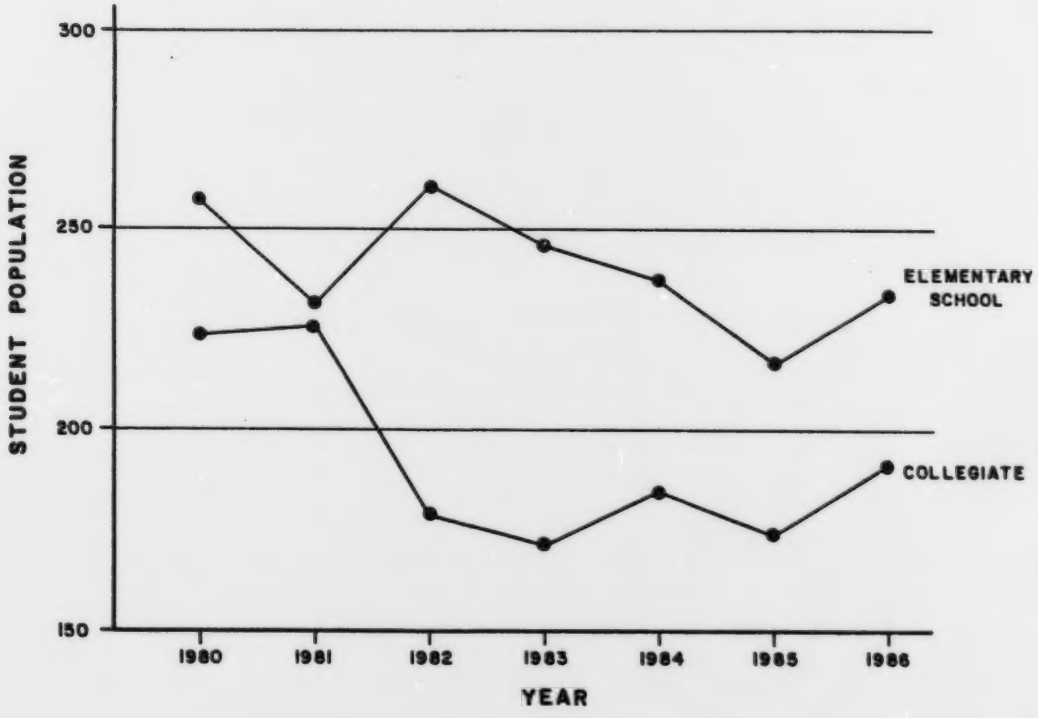


Figure 5 : STUDENT ENROLLMENT, 1980 - 1986

2.2 School Enrollment

This section of the report relies upon information received from the Red River School Division No. 17. The following is a summary of their results. The school division operates two schools in St. Pierre-Jolys which service the Village and the surrounding region. They are the St. Pierre-Jolys Elementary School and St. Pierre Collegiate. The elementary is a kindergarten to Grade 6 dual-track school offering the Francais and Immersion programs. The collegiate contains Grades 7 through 12. Total student enrollments at both schools are shown below. It should be noted, however, that approximately 68% of the students are transported into the schools by bus from the outlying areas of St. Malo, Otterburne and the R.M. of De Salaberry. This accounts for the relatively high enrollment in the Village schools.

Table 4: School Enrollment

School Year	Elementary School	Collegiate
1980	256	220
1981	230	225
1982	260	179
1983	246	170
1984	238	181
1985	219	173
1986	235	186

Source: Red River School Division No. 17.

The following graph (Figure 5) shows the fluctuations in total student numbers based on the above figures which have occurred over the past 6 years. The Red River School Division has stated that there are no anticipated closings of schools or major expansions of any school facilities in the near future.

2.3 Building Permits, Housing and Subdivision Activity

Statistics on building permit activity in the Village of St. Pierre-Jolys have been supplied by the municipal office. The following two tables provide an indication of:

(a) the revenue obtained by the municipality from construction, and
(b) the demand for new housing.

Table 4 shows that the rate of new home construction is slow in the Village averaging only 3.9 houses/year. The three consecutive years of 1980-1982 exhibited a marked low. Building permits are issued on the basis of square footage; not by the value of the building. It appears that the majority of contruction activity has occurred in the residential category with 47 new homes being built or moved in over the 12 year period and additions/renovations, garages and patios constructed. New commercial buildings have totalled 8 over the period and 11 have been added onto or renovated. The "other" category includes historic structures, storage sheds and industrial buildings.

Building permit values have averaged around $177,000.00 per year with highs evident in 1979 and 1987. As there was a low number of total permits issued, the values for 1980 and 1981 were low. (See Table 6)

Table 6: Building permit values by year

1979	$325,000
1980	70,000
1981	13,100
1982	135,000
1983	230,300
1984	173,300
1985	73,325
1986	190,050
1987	390,000

Source: Village of St. Pierre-Jolys

Residential construction activity in the village is mainly a result of the following:

- farmers from the surrounding municipality moving into the village upon retirement
- existing vacant lots being built upon
- replacement of old housing stock
- new subdivisions coming on-stream
- evolution of the life cycle especially with respect to family members leaving the parental "nest" and starting their own homes

Subdivision activity is closely related to building permit activity. The following table shows the number of subdivision applications received per year for the village. In comparison terms, it appears that the

Table 5: Building Permit Statistics

	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	TOTALS
Residential													
- new	5	22	2	5	-	-	-	3	1	1	2	6	47
- addition/ renovation	6	4	2	2	2	2	-	2	2	1	6	-	29
- garage	3	4	4	3	2	1	-	3	2	4	3	-	29
- patio	1	4	-	-	-	4	2	2	4	2	1	1	21
- multiple-family dwelling	-	1	-	1	-	-	-	-	-	-	-	-	2
Commercial													
- new	-	2	1	1	1	1	1	-	1	-	-	-	8
- addition/ renovation	-	1	-	-	-	-	2	1	3	3	-	1	11
Other	1	4	1	1	4	2	1	4	-	3	2	1	24
TOTAL	16	42	10	13	9	10	6	15	13	14	14	9	171

Source: Village of St. Pierre-Jolys

majority of the activity for new subdivision occurred between 1976 and 1979 whereas the 1980's have exhibited very low levels averaging only 1 application per year.

Table 7: Number of Subdivision Applications Received, 1976-1987

1976	7	1982	-
1977	5	1983	1
1978	4	1984	2
1979	7	1985	2
1980	-	1986	1
1981	2	1987	3

TOTAL = 34 applications received

Source: Municipal Planning Branch, Province of Manitoba

Table 8 shows the number of new lots approved under the subdivision process by land use category per year. "Urban residential" lots make up the highest number of lots approved at 37 out of a total of 45. Consolidations refer to those subdivisions which do not create any new lots but only adjust an existing property boundary, for example, to correct a building encroachment problem.

The following two tables focus on the housing stock in the village. The first table gives the total number of units obtained from the Census of Canada information and a breakdown of how many units are owned and how many rented. The total number of units has shown a gradual increase over the 15 year period. The number of units owned has risen while the number rented increased until 1981 then dropped off by approximately 5 units between 1981 and 1986. (The Census data may not be absolutely correct on this point as the numbers are "randomly rounded" to figures divisible by 5. The actual number of units rented may be in the 90-100 range. Actual figures are not available from the Census).

The second table provides a breakdown of the total housing stock by type of unit. Single-family detached dwellings have remained the majority of the housing in the village at 75% for the years 1971-1986. It is important to note that although the number of single-family dwellings has increased over the 15 years they still make up 3/4 of the total housing stock. The number of apartments grew mainly between 1971 and 1976 then levelled off over the next 10 years. Duplexes, mobile homes and single-attached dwellings do not appear to make up a significant proportion of the housing totalling less than 10% in all of the years analyzed.

Table 9: Housing Tenure

	1971	1976	1981	1986
Total number of units	225	275	305	315
Number owned	165	195	205	225
Number rented	65	80	100	95

Source: Statistics Canada

Table 8: Number of Lots Approved, 1976–1987

	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	TOTAL
Urban Residential	7	17	4	5	–	–	–	2	–	1	1	–	37
Agricultural	–	–	–	–	–	–	–	–	1	–	–	–	1
Commercial	–	–	–	–	–	–	–	–	–	–	–	–	–
Industrial	1	–	–	–	–	–	–	–	–	–	–	–	1
Other	1	–	–	–	–	–	–	–	–	–	–	–	1
Consolidations	–	–	–	1	–	2	–	–	–	–	–	2	5
TOTAL	9	17	4	6	–	2	–	2	1	1	1	2	45

Source: Municipal Planning Branch, Province of Manitoba

Table 10: Housing Types

	1971		1976		1981		1986	
	Number	%	Number	%	Number	%	Number	%
Single detached	170	76	205	75	230	75	235	75
Single attached	15	7	10	4	15	5	10	3
Apartment	30	13	50	18	55	18	55	17
Duplex	5	2	5	2	10	3	10	3
Mobile	5	2	5	2	-	-	5	2

Source: Statistics Canada

An analysis of the housing demand, building and subdivision activity appears to indicate that St. Pierre-Jolys is exhibiting slow growth. However, compared with other small towns in the province, St. Pierre-Jolys is faring quite well, supporting its existing building stock while at the same time being able to accommodate new construction. Although it appears that there is very little development pressure, developers who may want to establish new businesses or expand existing businesses and residents who may want to build new homes have unlimited opportunities and space within village boundaries. It should be noted, however, that the number of existing vacant homes may increase as a result of elderly persons moving, for example, into seniors' housing complexes. As the proportion of people over 65 rises, the number of houses on the market will probably increase. Unless new residents can be attracted to occupy these homes, renters encouraged to buy, or young people looking for their first homes persuaded to buy up the existing stocks, a trend may evolve toward a high vacancy rate in older houses.

2.4 Land Use Analysis

The following table presents a survey of the land use in the village broken down by amount of acreage/category and ratios. The acreage calculations were based on land use and not on ownership, title or zoning designation. That is, for example, the portion of land on which school buildings are situated is calculated as "institutional" while the playing field portion is calculated under "parks and open space". The table also provides comparative land use figures for the Village of Ste. Anne and the Town of Deloraine. It should be noted that the ratios may not be strictly comparable as different means of categorizing and computation may have been utilized.

Many of the land use types seem to be comparable in the 3 centres with the exceptions being the "industrial", "parks and open space" and "right-of-way" categories. The land area contained in the industrial category may be less in St. Pierre-Jolys than the other centres due to the lack of an industrial park. The parks and open space group may seem inflated as a result of the large amount of land occupied by a major water control works facility. The portion of lands occupied by roads may be low due to the numbers of dead-end streets in comparison to other centres. The total developed area is larger in both Deloraine and Ste. Anne in relation to St. Pierre-Jolys as they have larger populations.

Table 11: Comparative Land Use

	St. Pierre		Ste. Anne		Deloraine	
Population (1986)	912		1402		1134	
Land Use	Acres	%	Acres	%	Acres	%
Residential	121.7	40.8	152	32.8	119	31.6
Commercial	6.6	2.2	10	2.2	20	5.3
Industrial	2.0	.7	20	4.4	16	4.2
Institutional	17.7	5.9	26	5.7	24	6.4
Parks and Open Space	68.7	23.0	86	18.6	54	14.3
Right-of-Way	40.6	13.6	95	20.5	101	26.8
Vacant	41.2	13.8	73	15.8	43	11.4
Total Developed Area	298.5	100.0	462	100.0	377	100.0

* Land use surveys were conducted by various sources and may not be strictly comparable.

The Village of St. Pierre-Jolys appears to have an abundance of vacant lots numbering approximately 50 based on a count conducted by the Municipal Planning Board taken in July, 1987. They are distributed throughout the Village and not concentrated in one area, thus providing residents with a choice of sites for a new home. This supply would appear to be sufficient to accommodate the demand for buildable lots for the next 8-10 years.

2.5 Business Inventory

In June, 1988 the Eastman Regional Development Corporation conducted a survey of the businesses in the Village of St. Pierre-Jolys in an effort to collect labour force/employment data, knowledge of available government programs, sales predictions, educational requirements and future operational plans. Also general comments concerning the state of the economy of the area were solicited. Most of the information obtained is not directly applicable to the background studies for the Development Plan, however, the following were the most common concerns expressed by business people:

- people do not shop locally for some products
- there is a need for industry
- there is a need for more businesses and services to supply the needs of the community
- 50% of the businesses surveyed plan to stay the same while another 28% are hoping to expand
- farm economy is uncertain

The Eastman Regional Development Corporation has also provided a community profile for the village with a breakdown of the number of businesses in each retail or professional category as shown in Table 13.

Table 12: Detailed Land Use Summary

Type of Land Use	Acres	Land Use Percentage
Residential	121.7	40.8
Suburban	48.5	
Mobile Home	3.0	
Single Family	67.7	
Two Family	1.0	
Multiple Family	1.5	
Commercial	6.6	2.2
Industrial	2.0	0.7
Institutional	17.7	5.9
Parks and Open Space	68.7	23.0
Recreation Grounds	18.5	
School Grounds	9.5	
Water Control	25.9	
Open Space	14.8	
Rights-of-Way	40.6	13.6
Arterial Streets	12.4	
Collector Streets	12.9	
Side Streets, Lanes	15.3	
Vacant/Undeveloped	41.2	13.8
Total Developed Area	298.5	100.0
Agricultural/Non-Urban	338.3	
Total Area in Municipal Limits	636.8	

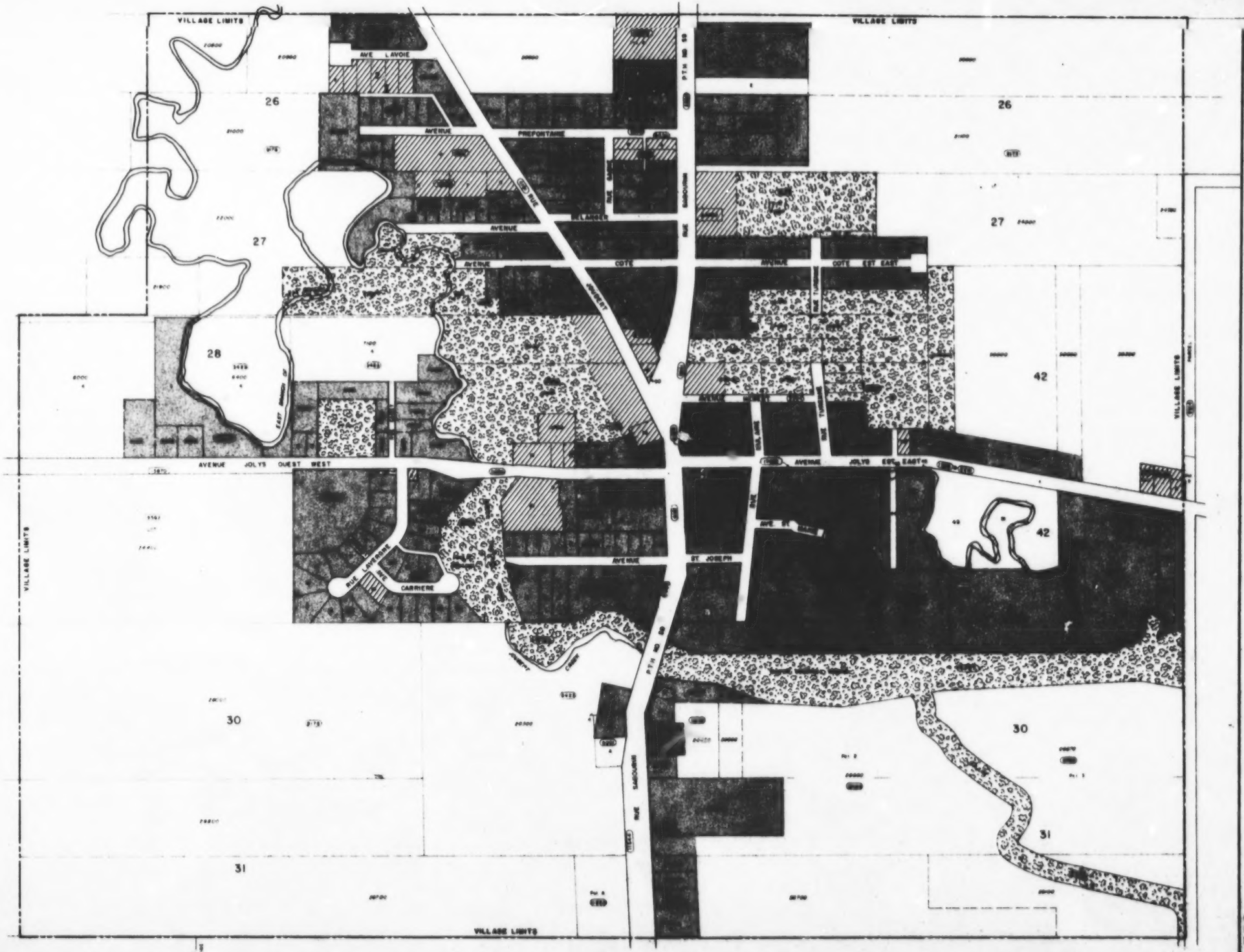
Source: Municipal Planning Branch
Land Use Survey, June 1987

map 2

GENERAL LAND USE

LEGEND

- RESIDENTIAL
- PUBLIC BUILDINGS AND INSTITUTIONAL
- PARKS AND OPEN SPACE
- COMMERCIAL
- INDUSTRIAL
- AGRICULTURAL AND UNDEVELOPED



VILLAGE OF ST. PIERRE-JOLYS

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Table 13: Number of Businesses per Group

	1987
Apparel and Accessories	7
Automotive	12
Building and Hardware	6
General Merchandise	1
Food and Beverage	12
Furniture, Appliances and Home Accessories	4
Professional Services	11
Financial Services	3
Other	30

Source: Eastman Regional Development Inc.

This list only includes an inventory of the retail component of the economy and does not list industrial firms such as manufacturers or producers. It also does not include government offices or provincial corporations. The number of businesses seems to be heavily weighted toward the "other" grouping which may include the majority of the service industry (beauty parlours, funeral service, dry cleaners, florists, shoe repair, travel agents), grain elevators and real estate agents. Aside from this sector, St. Pierre appears to contain a strong automotive industry and a substantial number of food and beverage firms. Consumers, however, have expressed the concern that St. Pierre lacks variety and choice for various goods. Although the village maintains a minimum level of goods and services, competition in most cases is slim and limited selections are available. Consumers often choose to travel to larger centres or Winnipeg for some of their purchases. Residents have mentioned that the following businesses are missing in St. Pierre-Jolys: plumber, jewelry store, financial consultants, accountant, furnace and air-conditioner repair, car dealership and/or sub-dealers, contractors, and parts and bearing equipment for vehicles and machinery.

Table 14: Occupational Structure of the Labour Force

	1971	%	1981	%
Total Labour Force *	315	100	430	100
Primary Industry	35	11.1	25	5.8
Manufacturing Industry	30	9.5	45	10.5
Construction Industry	25	7.9	30	7.0
Transportation, Communication & Other Utilities	20	6.3	35	8.1
Trade	80	25.4	90	20.9
Finance, Insurance & Real Estate	15	4.8	25	5.8
Community Business & Personal Service Industry	85	27.0	145	33.7
Public Administration	10	3.2	40	9.3
Unspecified or Undefined	15	4.8	-	-

* The labour force is composed of civilian, non-institutional population 14 years of age and over who, during the reference week, were employed or unemployed.

Source: Eastman Regional Development Inc.

The above table provides a comparison of the total labour force population in the village for 1971 and 1981. It also gives a breakdown of this total by category. The labour force appears to be concentrated in the community, business and personal service industry and also in the trades sector. The majority of the groups have shown an increase in total numbers except for the primary industries (mining, agriculture, forestry, etc.) and the undefined category. One explanation for an increase in the labour force in the tertiary sector (community, business and personal services) may be that there have been few additions to the manufacturing component of the industry. This could be the result of a lack of locational opportunities in the village as there is not an industrial park. The small business sector has continued to expand in the meantime.

Eastman has been involved in discussions with the St. Pierre Business Development Committee and the St. Pierre Chamber of Commerce regarding what they feel may be necessary if the village is to diversify its economic base. The following list illustrates their main concerns:

- the establishment of an industrial/commercial park possibly in the vicinity of the lagoon
- the establishment of an enclosed shopping mall preferably located on Rue Sabourin
- the construction of rental housing
- the expansion of recreational facilities within the community.

These are issues which should be seriously considered by the village in discussions on the Development Plan and may require separate research or study.

3.0 MUNICIPAL FINANCIAL ANALYSIS

This section discusses the municipal financial situation of the Village of St. Pierre-Jolys in a historical context from 1971-1986. This will assist the village in extrapolating past economic trends and the current financial position. The first table charts the assessment base of the municipality. In particular, the total taxable assessment value represents the basis for local property tax revenue. It is the sum of land, building and personal property assessments. An overall increase in the total taxable assessment base is an indicator of economic growth over the period. The total business assessment value does the same for business revenues. Business property pertains to the operation of a business on a particular piece of property. Assessments are made to the operator, who may not necessarily be the owner of the land. The value of exemptions totals the revenues obtained from all properties exempt from local taxes. This would normally include lands owned by the Federal and Provincial governments. This figure may also be used to calculate grants-in-lieu of taxes. The total equalized assessment value is used to determine the annual capital borrowing capacity of the municipality. It is calculated by combining the previous year's real property assessment and all grant-in-lieu properties. The personal property assessment figure is made up of goods and chattels from the shares and stocks of corporations; plant and machinery; oil, natural gas and salt production equipment; and gas distribution systems.

Table 15: Village of St. Pierre-Jolys Assessment Base

($ 000)

	1976	1981	1986
Land Assessment	174	223	220
Building Assessment	1,170	1,984	2,094
Personal Property Assessment	32	35	37
Total Taxable Assessment	1,376	2,242	2,351
Business Assessment	41	79	78
Value of Exemptions	522	804	821
Equalized Assessment	1,343	1,934	2,151

Source: Statistical Information, Manitoba Municipal Affairs

The economic growth of the village is measured by an increase or decrease in the total taxable assessment. From 1976 to 1981 there was a sizeable increase from $1.3 million to $2.2 million; a difference of $900,000. The increase from 1981 to 1986 was roughly only $100,000. It appears that the village maintains a stable assessment base from which are calculated annual tax revenues, and the base is slowly expanding. It is important to note that building assessments are generally increasing and not going down. Increases can be attributed to inflation and to additions to the building stock. No reassessment of property has taken place recently and is not expected until 1990.

Municipalities set mill rates to ensure that each local property owner pays an equal share in the provision of central services. The mill rate is calculated by dividing the total municipal budget by the total taxable assessment. Each property owner pays an amount in taxes equivalent to the value of his land times the present mill rate. The following table shows a historical comparison of mill rates and the business tax for the village. The business tax is set by council and varies from 0-15% as a tax on business assessment.

Table 16: Taxation Rates

(mills)

	1971	1976	1981	1986
Residential/School	27.1	54.9	56.0	82.2
Commercial/School	52.9	86.5	91.5	117.3
General Municipal	45.1	56.2	52.5	77.8
Business Tax	6%	9%	5%	5%

Source: Village of St. Pierre-Jolys

All of the mill rates appear to be at their highest levels in 15 years although the general municipal service levy dropped in 1981. The business tax reached a peak in 1976 at 9% and has since dropped off to the 5% level.

The debt position of a municipality is an indicator of its economic wealth, the debt load that it can carry, and its capacity to spend additional funds on capital works programs. The Manitoba Municipal Board recommends a maximum debt load of 30% of the local equalized assessment base. The majority of the debt accrued by the Village of St. Pierre-Jolys was in the areas of transportation and water and sewer services. Any increases beyond the maximum recommended debt load would have to be borne directly by local taxpayers although a growing assessment base would help offset an increase in the mill rate. The following table presents a comparison of the capital debt position of the village from 1976-1986. It appears that the village's debt ratios over the period are well below the 30% guideline.

Table 17: Capital Debt

	($ 000)		
	1976	1981	1986
Administration	-	-	-
Protection	-	-	-
Transportation	51	180	175
Water & Sewer	81	34	118
Social Services	-	-	-
Recreation & Culture	58	50	38
Total Debentures Unmatured	190	264	330
Deferred Liabilities	-	-	16
TOTAL CAPITAL DEBT	190	264	347
30% of Equalized Assessment	403	580	645
Debt Ratio (%)	N/A	19.94	15.11

Source: Statistical Information, Manitoba Municipal Affairs

The village's 5-year Capital Expenditure Program is shown in Appendix "B" with planned costs in the areas of street and storm sewer upgrading, a new fire hall and water reservoir, and a computer for the village office.

4.0 MUNICIPAL INFRASTRUCTURE

This section of the Background Study deals with the existing municipal infrastructure in the village including sewer and water systems, solid waste disposal and provincial highways. Further more detailed information on the municipal systems is currently being obtained from a qualified engineering consultant. Therefore this discussion should only be interpreted as general comments and not used as the primary basis for making future planning decisions.

4.1 General Hydrogeology

The Village of St. Pierre-Jolys is situated atop an aquifer from which it takes its drinking water. Supply of potable water is adequate for both present and future requirements. The principal aquifer is formed by the carbonate rock which overlies a second water-bearing layer of sandstone. The depth of carbonate bedrock (limestone and dolostone) ranges from 60-65 metres (195-215 feet) and to the sandstone ranges from 120-130 metres (400-425 feet). Quality of the water supply is rated excellent and pollution is unlikely due to the overlay of thick clay and glacial till deposits. In addition, sand and gravel deposits exist near the surface and yield suitable pockets of groundwater at reduced levels from the deeper aquifers (See Figure 6).

Flowing well areas are evident throughout the area where water levels in wells are at or above ground level. This may cause drainage and foundation problems to result.

4.2 Water System

At the present time, the Village of St. Pierre-Jolys does not have a central water supply system and instead depends on a shared well system which is paid for and maintained by individual property owners in groups. (For the location of wells see Map 3.) The majority of the water supply is taken from the limestone aquifer at approximately 70 metres (220 feet) below groundlevel. Groundwater pollution by seepage from the sewage lagoon located to the west of the community is unlikely due to the composition of the underlying geologic deposits.

The following issues should be dealt with in the forthcoming engineering report:

- will the well system be able to provide continued quantity and quality of raw water for future use?
- does the water supply need treatment and/or storage capacity?
- what are the requirements for firefighting needs?
- is a central water distribution system required?
- recommended areas for urban expansion based on economical supplies of water.

4.3 Sanitary Sewer System

The Village of St. Pierre-Jolys operates and maintains a gravity sewage collection system made up of 8" and 10" pipes, one lift station and one main pumping station to the lagoon. The extent of the existing system is shown on Map 3. The treatment lagoon is located in River Lots 29 and 30, Plan No. 9176, Rat River Settlement west of the village in the R.M. of De Salaberry. It consists of 3 cells with a total hydraulic storage capacity of 70.9 million litres. The original primary and secondary cells were joined by a stabilization pond extension in 1980 which is currently being used as an additional secondary cell. The lagoon is designed to service a

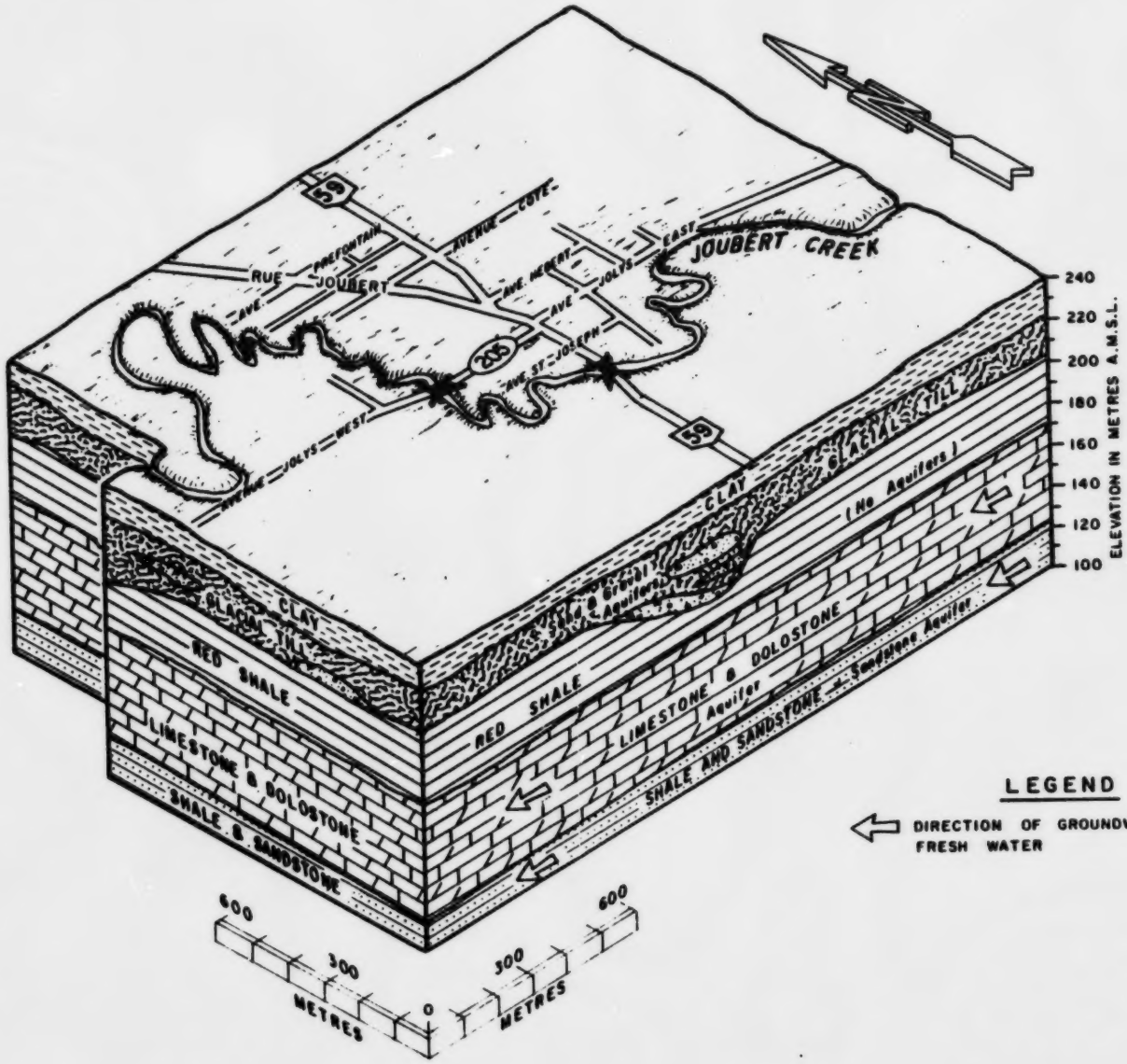


FIGURE 6

DRAWN F.B.R.	Manitoba Natural Resources	VILLAGE OF ST. PIERRE-JOLYS
CHECKED	Water Resources	GENERAL HYDROGEOLOGY
PROFILED M. Rutulis	SUBMITTED / APPROVED	SCALE AS SHOWN / DATE / SHEET OF / FILE NO. 10-1-7-1235

population of 1,213 persons. (The village has approximately 280 students who commute from adjacent rural areas each day. These 280 students account for 75 persons out of the total design population of 1,213.) Effluent from the lagoon is discharged via an open ditch eventually reaching the Rat River.

The village engineer has indicated that approximately 75% of the sewage system is the original piping which would be about 30 years old. A T.V. inspection of the sewer mains could be undertaken by a qualified engineer to determine the structural and hydraulic condition of the piping.

The following issues should be covered in the forthcoming engineering report:

- the location, capacity and condition of the existing sewage treatment system.
- the limits of servicing for the existing system.
- recommended areas of urban expansion based on economical expansion of the existing sewage system.
- recommendations and costs of improvements required on the system.

4.4 Surface Water

The village is traversed by one natural waterway - Joubert Creek. As a result of past flooding experience, the village constructed a diversion in 1964. The diversion, which provides limited flood protection to the 1 in 50 year flood level east of P.T.H. #59 and 1 in 20 year level west of the highway, has been maintained by the Provincial Government since 1966. The Department of Natural Resources indicates that St. Pierre-Jolys is still susceptible to flooding under 100 year flood conditions.

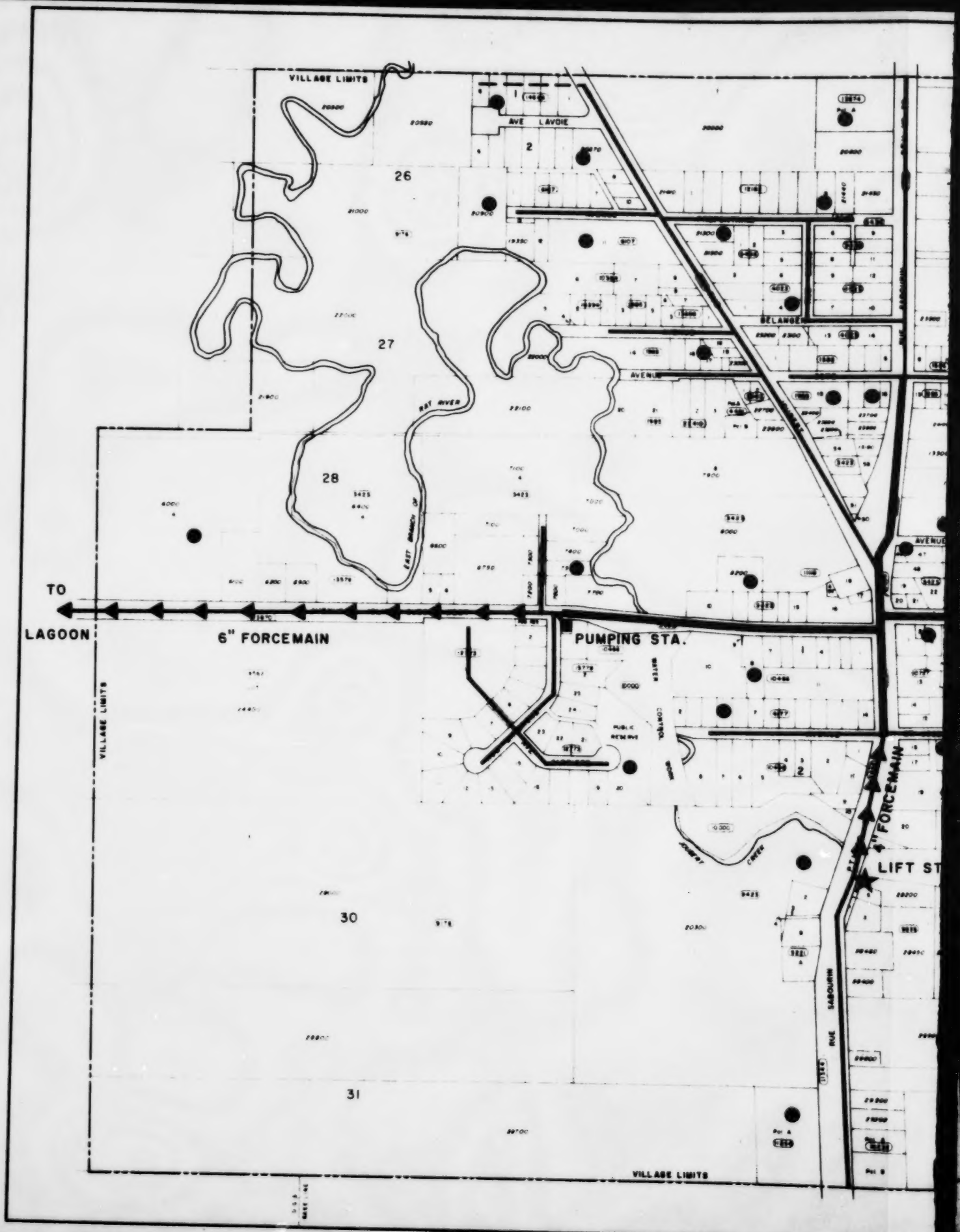
Stagnant water has long been a problem in the old Joubert Creek channel. Current plans are to have the channel filled in and properly graded to provide adequate drainage. A recreational trail may also be established along the creek in the future.

4.5 Solid Waste Disposal

The site for solid waste disposal from the village is located in the R.M. of De Salaberry on the northerly 660' of the west half of the NW 1/4, S 13-5-4E. The disposal ground is used by agreement with the rural municipality and is currently classified as a Class II disposal site under Manitoba Regulation 208/76. In case this ground is no longer capable of being used, an alternative site is available on the east half of the NE 1/4, S 14-5-4E. It is currently unimproved but could be utilized for expansion purposes or as a new disposal site.

4.6 Provincial Highways

Sections of P.T.H. #59 and P.R. #205 within the Village of St. Pierre-Jolys fall under the jurisdiction of the provincial government. Provincial Trunk Highway #59 from the south limit of the village to Joubert Creek and from Avenue Prefontaine to the north village limit is a limited


VILLAGE LIMITS
AVE LAVOIE
BELANGER
AVENUE
RAT RIVER
EAST BRANCH OF
26
27
28
30
31
TO
LAGOON
6" FORCEMAIN
PUMPING STA.
VILLAGE LIMITS
RUE SABOURIN
FORCEMAIN
LIFT ST
VILLAGE LIMITS

map 3

WATER SUPPLY AND SEWAGE SYSTEM

LEGEND

WATER SUPPLY

- WELLS (avg. depth 345')

SEWAGE SYSTEM

- 4"-6" FORCE MAIN
- 8" PIPE
- 10" PIPE
- LIFT STATION
- PUMPING STATION
- LOW PRESSURE PIPE

SOURCE: VILLAGE OF ST. PIERRE - JOLYS

VILLAGE OF ST. PIERRE - JOLYS

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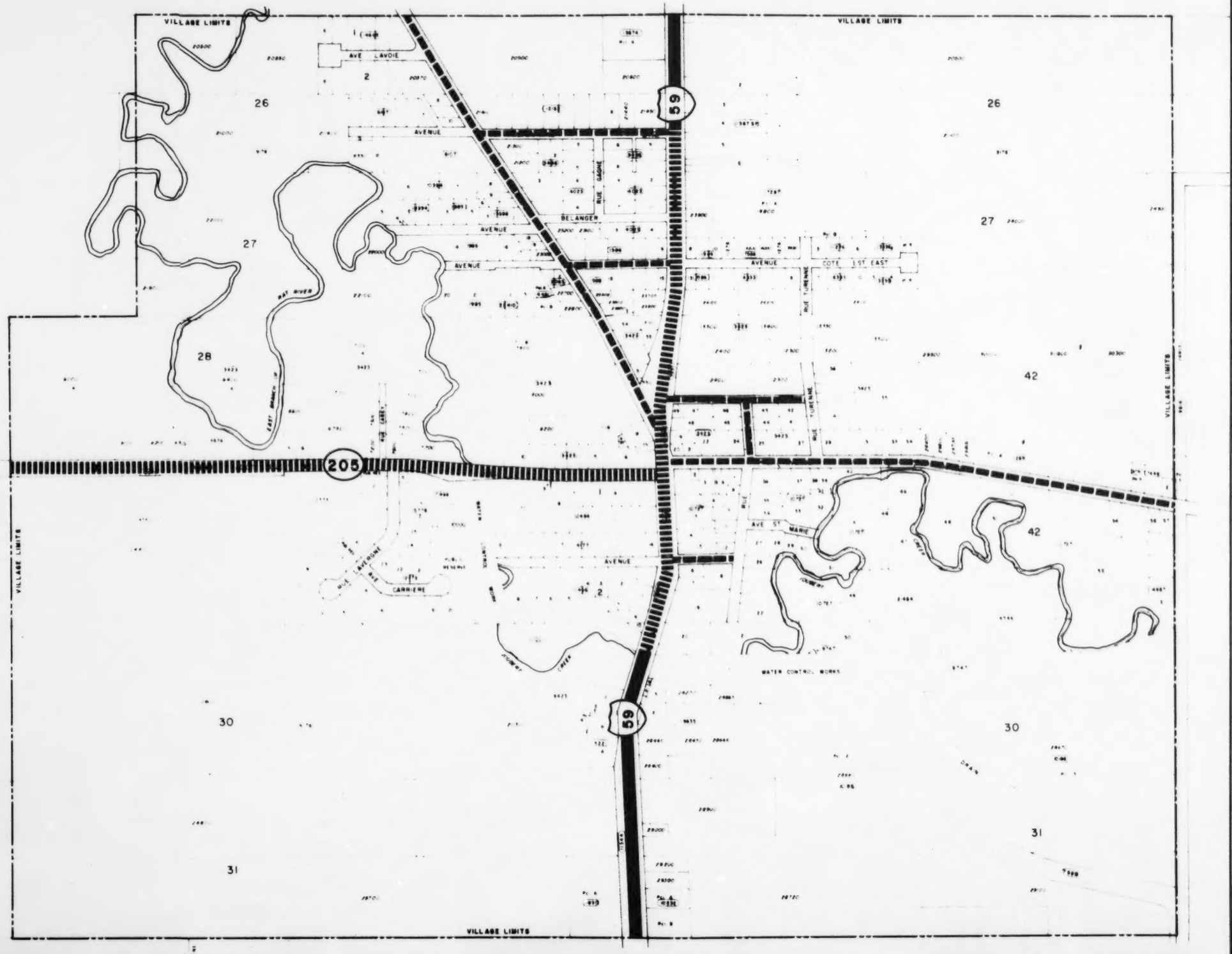
REVISED DRAWING NO.

access highway under the Highways Protection Act. Within the village, from Joubert Creek to Avenue Prefontaine, P.T.H. #59 is a "declared" non-limited access highway. Building setbacks along this stretch of roadway are established by the village while accesses require a permit from the Department of Highways and Transportation. The same applies for those portions of P.R. #205 within the village which is also a declared non-limited access highway.

Grant-in-aid streets are those eligible, in approved cases, for 50% contribution of the construction cost by the Department of Highways and Transportation. This includes subgrade preparation, base course, pavement and initial seal. Street lighting, traffic lights, sidewalks, requisition of right-of-way and maintenance are not eligible for grant-in-aid. Designated highways, including grant-in-aid streets, are shown on Map 4.



map 4

DESIGNATED ROADS

LEGEND

LIMITED ACCESS HIGHWAY

NON-LIMITED ACCESS HIGHWAY

GRANT-IN-AID STREETS

SOURCE: DEPT. OF HIGHWAYS AND TRANSPORTATION

VILLAGE OF ST. PIERRE-JOLYS

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A P P E N D I C E S

APPENDIX "A"

AGENDA REPORT
NOVEMBER 2, 1988 7:30 p.m.
VILLAGE OF ST. PIERRE-JOLYS

Purpose: The purpose of this special meeting was to lead Council through a brainstorming session to determine the planning issues in the community. The process followed was called a Nominal Group Technique.

Participants: The meeting was attended by the village councillors, the mayor and the Acting Secretary-Treasurer. The Municipal Planning Branch was represented by Valdene Buckley. Absent from the meeting was Claudette Closson.

The Nominal Group Process: The first step in the process involved each member of council answering the following question:

"What are the planning issues which should be dealt with in the Development Plan for the Village of St. Pierre-Jolys?"

The time allotted for this task was 5 minutes and the group was asked to prepare their individual lists in silence

In the second step, each of the group members' lists was written down on a flipchart by the leader. Each person was asked to give only one issue at a time in round-robin fashion. This step solicited a list of 28 issues. The group was then asked if they wanted any of the issues clarified, deleted or consolidated, which they did not. The following is the list that was derived:

1. Industrial park
2. Access to downtown business area
3. Parking
4. Identify major land uses
5. Plan to be consistent with existing uses
6. Drainage
7. Municipal infrastructure extension-logical
8. Location of day care
9. Location of multiple-family dwellings
10. Control of flow of water in the creek and use of the area
11. New roads connecting to existing street system
12. Central water system
13. Minimum lot sizes for various uses
14. Playground facilities and major recreation facilities
15. How to make village attractive for commerce and recreation
16. Topographic elevations
17. Retain community character
18. Provision for future expansion
19. Present use in relation to future use
20. Home occupations
21. Planning for residential and business area
22. Tax base - continued expansion
23. Fire and police protection

24. Health care
25. Schools
26. Elderly persons' housing
27. Churches
28. Location of low rental housing

In the third step of the process, each group member was asked to select his/her top 8 issues and to write them each on a separate sheet of paper. They were then asked to rank-order the 8 issues by giving a value of "8" to the most important issue and a value of "1" to the least important issue. The following vote resulted:

NO.	WEIGHT	TOTAL WEIGHT	PRIORITY
1.	6-8	14	(2)
2.	4	4	(14)
3.	-	-	-
4.	8-5-7	20	(1)
5.	8	8	(9)
6.	7-2	9	(6)
7.	6	6	(11)
8.	4	4	(15)
9.	4-6	10	(4)
10.	3	3	(16)
11.	-	-	-
12.	3	3	(17)
13.	5-5	10	(5)
14.	2	2	(20
15.	7-5	12	(3)
16.	4	4	(13)
17.	1	1	(22)
18.	7	7	(10
19.	-	-	-
20.	3	3	(18)
21.	2-2	4	(12)
22.	8	8	(7)
23.	6-1-1	8	(7)
24.	1	2	(21)
25.	-	-	-
26.	-	-	-
27.	3	3	(19)
28.	-	-	-

The weights for each issue were totalled. The highest total indicated the most important issue. When two issues had the same total weight, the one with the most votes was given a higher priority. When these were the same, a priority was arbitrarily assigned by group consensus.

The top 8 issues were extract, written on a separate sheet and briefly discussed by the group. They are:

#1. (Issue 4) - Identify major land uses
#2. (Issue 1) - Industrial park
#3. (Issue 15) - How to make village attractive for commerce and recreation

#4. (Issue 9) - Location of multiple-family dwellings
#5. (Issue 13) - Minimum lot sizes for various uses
#6. (Issue 6) - Drainage
#7. (Issue 22) - Tax base - continued expansion
#8. (Issue 23) - Fire and police protection

Council felt that although this exercise had been beneficial to them and would assist the Municipal Planning Branch in preparation of the Development Plan, the list was not exhaustive. Other issues and matters should be dealt with in the plan in addition to those presented here.

FORM No. 470-2344 — CAPITAL EXPENDITURE PROGRAM

Village of St. Pierre-Jolys

(Name of Municipality)

CAPITAL EXPENDITURE PROGRAM

PURPOSE	CAPITAL EXPENDITURE (Mark Priority 1, 2, 3, etc.)						SOURCE OF FUNDS			
	19 89	19 90	19 91	19 92	19 93	Total	Operating	Reserves	Debenture Sales	Other
Street Upgrading	70,000					70,000			70,000	
Revamping Storm Sewers		50,000				50,000			50,000	
Fire Hall			100,000			100,000			100,000	
Water Reservoir				100,000		100,000			50,000	50,000
Computerized System					20,000	20,000				20,000
	70,000	50,000	100,000	100,000	20,000	340,000			270,000	70,000

SOURCE OF FUNDS — ANNUAL	19 89	19 90	19 91	19 92	19 93	TOTAL
OPERATING						
RESERVES						
DEBENTURE SALES	70,000	50,000	100,000	50,000		270,000
OTHER				50,000	20,000	70,000
	70,000	50,000	100,000	100,000	20,000	340,000